
CHAPTER 2.0 ENVIRONMENTAL EFFECTS OF THE PROPOSED PROJECT

The following chapter provides information relative to seventeen environmental topics as they pertain to each component of the Proposed Project. Each topical section describes existing conditions, regulatory framework, analysis of project effects and determination of significance, cumulative impacts, significance of impact prior to mitigation, and adopted and proposed mitigation. The County, as the lead agency, would require that the mitigation measures identified in this SEIR be implemented, except in the following cases:

- Alternative mitigation is identified that reduces the significant impact to a similar level as would be achieved by the mitigation identified in the SEIR; or,
- Substantial evidence is presented that the required mitigation measure is infeasible and that there is no feasible mitigation measure or alternative. In this case, the County, as the lead agency, must balance the benefits of the Proposed Project against the unavoidable significant environmental impacts to determine whether the unmitigated significant impacts are acceptable in view of specific overriding economic, social or other considerations (CEQA Guidelines Section 15093).

2.1 Aesthetics

This section identifies the existing visual setting of the PSR Analysis Areas, and the former CGSP Area. This section also analyzes the potential effects of the Proposed Project on scenic vistas, scenic resources, visual character and quality, and light and glare. CEQA addresses aesthetics by referencing visual considerations in the physical environment. Since people view the physical environment or landscapes in different ways, visual resource analysis becomes somewhat subjective. With this being the case, analysis of aesthetics provides a systematic process from which anticipation of viewer response to visible change to the physical environment can be assessed.

A summary of the aesthetics impacts identified in Section 2.1.3 is provided below.

Aesthetics Summary of Impacts

Issue Topic	Project Direct Impact	Cumulative Impact	Impact After Mitigation
Scenic Vistas	Potentially significant	Potentially significant	Less than significant
Scenic Resources	Potentially significant	Potentially significant	Less than significant
Visual Character or Quality	Potentially significant	Potentially significant	Significant and unavoidable
Light or Glare	Potentially significant	Potentially significant	Significant and unavoidable

2.1.1 Existing Conditions

Section 2.1.1 of the 2011 PEIR included a discussion of existing conditions related to visual setting and character in the unincorporated County. The existing conditions described for visual setting and character in the 2011 PEIR are similar to the existing conditions evaluated in this SEIR, although some changes have occurred. The changes to the existing conditions of the 2011 PEIR are discussed below. All references used in the 2011 PEIR were reviewed to ensure they are still valid today, and are hereby incorporated by reference. The information provided below describes

new or updated information pertaining to the Proposed Project that was not included in the 2011 PEIR.

2.1.1.1 Scenic Vistas and Resources

Section 2.1.1.2 of the 2011 PEIR describes Resource Conservation Areas (RCAs), which include but are not limited to, areas of aesthetic quality, groundwater problem areas, coastal wetlands, native wildlife habitats, construction quality sand areas, littoral sand areas, astronomical dark skies areas, scenic geologic formations, and significant archaeological and historical sites throughout the County; however, two subregions (Desert and Mountain Empire) that contain RCAs were not mentioned in the 2011 PEIR. A description of the RCAs potentially affected by the Proposed Project, and located within the Desert and Mountain Empire Subregions, is provided below. Additional RCAs (separated by CPA) potentially affected by the Proposed Project, are discussed below. Section 2.1.1.2 of the 2011 PEIR also included a discussion of existing natural landforms (e.g. watersheds) and open space (e.g. Multiple Species Conservation Program [MSCP] lands, parks, open space preserves and reserves, regional trails, and privately owned open space lands) and is included by reference.

Bonsall

San Luis Rey River. This area encompasses Ostrich Creek, which drains into the San Luis Rey River. This area is important mainly because of the riparian woodland vegetation in a major river valley. The western portion of the RCA includes one of the less than six locations for the rare and endangered plant, *Dudleya viscida*.

Desert Subregion

Mesquite Bosque (Forest). The Mesquite Forest is a valuable native plant community that provides food source and nesting to important migratory bird species, including the endangered least Bell's vireo (*Vireo bellii pusillus*). PSR Analysis Area DS8 is approximately 1.5 miles northwest of the Mesquite Forest RCA. PSR Analysis Area DS24 is approximately 2.5 miles southwest of the Mesquite Forest RCA.

Ocotillo Forest. Ocotillos (*Fouquieria splendens*) are slow to reach maturity and will not regenerate once they are removed from their initial location, which is why this plant is so delicate. PSR Analysis Area DS8 is approximately 3 miles north of the Ocotillo Forest RCA and PSR Analysis Area DS24 is located within the Ocotillo Forest RCA.

Wildflower Fields. During the months of February to early April, areas of the Borrego Valley floor can be covered with a colorful array of natural desert wildflowers. The flower bloom can be viewed following a plentiful rainfall season during winter months. PSR Analysis Area DS8 is 2.5 miles south of the closest Wildflower Fields RCA. PSR Analysis Area DS24 is 5 miles south of the closest Wildflower Fields RCA.

Old Borrego Town Site. The Old Borrego town site is a historic commercial district from 1920, 1930, and early 1940. It is currently the only Historic District Preservation special area designator in the Borrego Valley. PSR Analysis Area DS8 is about 3 miles northwest of Old Borrego Town RCA. PSR Analysis Area DS24 is about 2 miles west of Old Borrego Town RCA.

Fallbrook

Landcaster Mountain. This area is valued as a visual resource and includes areas of oak woodland, mixed chaparral habitat, and steep rocky slopes. Lancaster Mountain is located approximately 1.5 miles south of PSR Analysis Area FB2+.

Santa Margarita River. This RCA contains large stands of riparian woodland and riparian scrub. If reservoirs are placed in the area, the resource conservation area would protect its watershed. The Santa Margarita River is located approximately one mile south of PSR Analysis Area FB21+, but the RCA covers additional area within the watershed (particularly tributaries of riparian habitat) and almost all of the FB21+ Analysis Area is within this RCA.

Stewart Canyon. This area has been designed to protect the perennial stream bed and surrounding areas which contain riparian and oak woodland vegetation. Agricultural brushing has been increasingly encroaching on the area. Stewart Canyon RCA provides an important open space corridor and a natural wildlife habitat in this area. Almost all of Analysis Area FB19+ is within this RCA.

Mountain Empire Subregion

Lawson Peak. Lawson Peak is an important mountain for its scenic beauty and biological presence. It is home to threatened plant species and contains important riparian and oak woodland. PSR Analysis Areas ME26 (17 miles northeast) and ME30A (15 miles east) are located within the viewshed of the Lawson Peak RCA.

Tecate Peak Cottonwood Creek. This RCA includes the Tecate Peak landmark, Cottonwood Creek waterfall, riparian woodlands, and rare plant species such as Tecate cypress (*Cupressus forbesii*) and Southern mountain misery (*Chamaebatia australis*). The PSR Analysis Areas directly within the Tecate Peak RCA are PSR Analysis Areas ME26 and ME30A. PSR Analysis Areas ME26 and ME30A are approximately 14 miles northeast and east of Tecate Peak, respectively.

North County Metro

San Marcos Mountains. The north end of this RCA extends into Bonsall (but not in close proximity to BO18+). These mountains are especially significant because they have rare and endangered plant species, such as *Tetradlopus dioicus* and *Chamaebatia australis*. These mountains are also valuable as visual landmarks of great scenic beauty. The western portion of the NC37 Analysis Area is within this RCA. NC22 is approximately 2 miles south and NC38+ is approximately 2.5 miles southeast of this RCA.

Pala-Pauma

San Luis Rey River. This RCA includes riparian habitats surrounding the river in the eastern portion of the planning area where there is limited development surrounding the river. The entire PP30 Analysis Area is within this RCA.

Valley Center

Keys Creek. This is a long, narrow riparian and oak woodland-lined stream bottom that provides high quality wildlife habitat and is a scenic community resource. Keys Creek is located adjacent (north-northeast) to PSR Analysis Area VC7+ in its northwest extent and comes within a mile of PSR Analysis Area VC67 in its southern extent. Though not within the designated RCA, Keys Creek runs through the southern portion of the VC67 Analysis Area.

2.1.1.2 Scenic Highways and Corridors

Section 2.1.1.3 of the 2011 PEIR discusses scenic corridors, the National Scenic Byway Program, State Scenic Highways, the County Scenic Highway System and the applicable roads and highways that fall under these designations throughout the County. This section is incorporated here by reference. Figure 2.1-1 of this SEIR shows sections of Interstate (I-) 15 and State Route (SR-) 76 as State-eligible scenic highways that pass through the Fallbrook CPA, Bonsall CPA, and Pala-Pauma Subregion and run immediately adjacent to PSR Analysis Areas FB2+ and PP30; within one mile of BO18+, FB17, FB19+, VC7+; and each of the Subareas of the former CGSP. A State-eligible portion of SR-94 runs immediately adjacent to PSR Analysis Area ME30A in the Mountain Empire Subregion. Highways eligible for a State Scenic Highway designation in the unincorporated County are shown in Table 2.1-1. SR-78, an officially designated Scenic Highway, is more than 10 miles from PSR Analysis Areas DS8 and DS24, with a mountainous area separating these Analysis Areas from SR-78, so they are not within the SR-78 viewshed. This highway is not shown in Figure 2.1-1 because it runs south of DS8 and DS24 on figure inset Map Area A.

The County Scenic Highway System was originally intended to serve as a master plan for official State Scenic Highway designations. The County's General Plan Conservation and Open Space Element identifies the roads within the unincorporated County included in the Scenic Highway System. Table 2.1-2 provides the routes within the County Scenic Highway System and identifies PSR Analysis Areas that would be included within the scenic highways viewshed.

2.1.1.3 Dark Skies

Section 2.1.1.4 of the 2011 PEIR discusses the Palomar Mountain and Mount Laguna Observatories and the County's efforts to protect each of those facilities from light pollution and is incorporated here by reference. Light Pollution Zone A is a 15-mile radius from both Palomar Mountain and Mount Laguna Observatories that strictly limits the type of lighting allowed in development. Figure 2.1-2 of this SEIR shows that most of the PSR Analysis Areas lie outside of what is considered Light Pollution Zone A; however, PSR Analysis Areas in the Pala-Pauma Subregion, Valley Center CPA, and Mountain Empire Subregion are located within Zone A, specifically PSR Analysis Areas ME26, PP30, VC51, VC57+, and VC67; and a small portion of VC7+. The former CGSP Area is located outside Light Pollution Zone A.

2.1.1.4 Community Character

Section 2.1.1.5 of the 2011 PEIR discusses the human-made scenic environment and community character of the CPAs and Subregions throughout the County and is incorporated here by reference.

2.1.2 Regulatory Framework

Section 2.1.2 of the 2011 PEIR included a discussion of regulatory framework related to aesthetic resources in the unincorporated County. The regulatory framework described in the 2011 PEIR is the same as the regulatory framework evaluated in this SEIR. No changes to the regulations have been identified that would alter the conclusions from the 2011 PEIR. All references used from the 2011 PEIR were reviewed to ensure they are still valid today, and are hereby incorporated by reference.

2.1.3 Analysis of Project Impacts and Determination of Significance

2.1.3.1 Issue 1: Scenic Vistas

Guidelines for Determination of Significance

Based on Appendix G of the CEQA Guidelines and the County of San Diego Guidelines for Determining Significance Visual Resources (DPLU 2007k), the Proposed Project would have a significant impact if it would obstruct, interrupt, or detract from a scenic vista that is visible from a public road, trail within an adopted County or State trail system, scenic vista or highway, or recreational area.

Impact Analysis

The 2011 PEIR evaluated the potential buildout of proposed land use designations throughout unincorporated areas of San Diego County. This SEIR is evaluating the potential of allowing increased residential density within the PSR Analysis Areas and former CGSP Area, as described in Chapter 1 (Project Description). Many public roads in the County currently have views of RCAs or other natural resources that are considered as having important scenic value. Provided below is a discussion of PSR Analysis Areas and the CGSP Subareas that are within scenic vistas and/or within the viewshed of County Scenic Highways and/or State Scenic Highways.

Bonsall CPA

PSR Analysis Area BO18+ is located within close proximity to the following County Scenic Highways: I-15, Gird Road, Reche Road, Live Oak Park Road, Mission Road, Camino Del Rey, Vista Way, Gopher Canyon Road, and Old Castle Road. The BO18+ PSR Analysis Area proposes land uses that would result in 67 additional potential dwelling units. Construction and operation impacts would have the potential to detract from the scenic views from the scenic routes. Therefore, impacts to scenic vistas associated with development of future projects within PSR Analysis Area BO18+ would be potentially significant (**Impact AE-1**).

Crest-Dehesa Subregion

PSR Analysis Area CD14 is mostly on an undeveloped hillside, providing scenic views from public roads and residences in the neighborhood to the west. Construction and operation impacts would have the potential to detract from the scenic views of the Analysis Area. Therefore, impacts to scenic vistas associated with the development of future projects within PSR Analysis Area CD14 would be potentially significant (**Impact AE-1**).

Desert Subregion

Implementation of the Proposed Project would allow for an additional 389 potential dwelling units within PSR Analysis Area DS8 and an additional 153 potential dwelling units within PSR Analysis Area DS24, both in the Desert Subregion. The DS8 PSR Analysis Area is within 2 miles of Anza Borrego Desert State Park, a popular tourist destination during the winter and spring for its scenic vistas. DS24 is less than one mile from this State Park. In addition, each of these Analysis Areas is directly within the viewshed of County Scenic Highway S22 (Montezuma Valley Road), a popular road to and from the small town of Borrego Springs, and into Anza Borrego Desert State Park. Future development within these Analysis Areas would have the potential to detract from the scenic viewshed of County Scenic Highway S22. Therefore, impacts to scenic vistas associated with development of future projects within these two Analysis Areas would be potentially significant (**Impact AE-1**).

Fallbrook CPA

Future development within proposed PSR Analysis Area FB2+ could occur within one-half mile of SR-76, a County Scenic Highway and an eligible State Scenic Highway with views of Monserate and Lancaster Mountain. PSR Analysis Area FB2+ proposes to increase the potential residential density from 26 to 42 dwelling units (an increase of 16 units). Visual impacts associated with the maximum buildout of this analysis area would detract from scenic vistas along eligible State Scenic Highway SR-76. Development projects associated with the implementation of the Proposed Project would require adherence to adopted General Plan Policies COS-11.1 to COS-11.3; however, potentially significant impacts would remain. Therefore, impacts to scenic vistas associated with development of future projects within PSR Analysis Area FB2+ would be potentially significant (**Impact AE-1**).

Future development within the proposed PSR Analysis Area FB17 would occur 0.3 mile west of the segment of I-15 that is a County Scenic Highway and eligible for the State Scenic Highway for scenic vistas, including views of Monserate Mountain and Red Mountain. In addition, FB17 is adjacent to Reche Road, which is also a County Scenic Highway. FB17 would allow for an increase in density from 49 to 82 potential dwelling units (an increase of up to 33 units). Views from I-15 to the FB17 Analysis Area would be obstructed by the existing hillside; however, Reche Road provides direct views into the Analysis Area. Therefore, impacts to scenic vistas associated with development of future projects within PSR Analysis Area FB17 would be potentially significant (**Impact AE-1**).

Future development within PSR Analysis Area FB19+ within the Fallbrook CPA would occur approximately 337 feet east of I-15, a County Scenic Highway and eligible State Scenic Highway for scenic vistas including views of Monserate and Red Mountain. PSR Analysis Area FB19+ would allow for an increase in density from 61 potential dwelling units to 62 (an increase of up to one dwelling unit). In addition, PSR Analysis Area FB19+ is located within Stewart Canyon, an RCA. Although it is located in the Stewart Canyon RCA, the increase of one dwelling unit would not result in a significant impact related to the obstruction, interruption or detracting from the visual quality of the RCA. In addition, General Plan Policies COS-11.1 to COS-11.3 would require the development to blend in with the topography.

Future development within proposed PSR Analysis Area FB21+ would allow an increase in development from 61 to 68 dwelling units, an increase of seven dwelling units. PSR Analysis Area FB21+ is located within the Santa Margarita River RCA which is a valued scenic vista within the Fallbrook community. Visual impacts associated with an increase of seven dwelling units in PSR Analysis Area FB21+ would not be great enough to result in a significant impact related to the obstruction, interruption or detracting from the visual quality of the RCA. In addition, General Plan Policies COS-11.1 to COS-11.3 would require the development to blend in with the topography.

Mountain Empire Subregion

Oak Drive, a County Scenic Highway within the Mountain Empire Subregion (Table 2.1-2), is located adjacent to the western edge of PSR Analysis Area ME26. PSR Analysis Area ME26 would allow for an increase in potential density from 33 to 59 dwelling units, an increase of 26 potential dwelling units. Construction and operation impacts would have the potential to detract from the scenic views of the Analysis Area. Therefore, impacts to scenic vistas associated with the development of future projects within PSR Analysis Area ME26 would be potentially significant (**Impact AE-1**).

PSR Analysis Area ME30A is located adjacent to SR-94, a County Scenic Highway and an eligible State Scenic Highway. Development in PSR Analysis Area ME30A would alter views from

eastbound SR-94 for approximately 1.5 miles. While traveling westbound on scenic SR-94, development changes to PSR Analysis Area ME30A would be visible for about 1.4 miles. Development associated with the Proposed Project would include an increase in potential density from six to 35 dwelling units (an increase of 29 units). Potential impacts would include residential development, vegetation removal during construction, and access roads/driveways to each dwelling unit. In addition, County Scenic Highway Buckman Springs Road is located less than one-half a mile northwest of PSR Analysis Area ME30A. Due to the elevation and existing intervening mature trees between PSR Analysis Area ME30A and Buckman Springs Road, the PSR Analysis Area would not be visible from Buckman Springs Road. However, future development under the Proposed Project could detract, interrupt, and obstruct the scenic value of the area by increasing development in a natural viewshed. Therefore, impacts to scenic vistas associated with development of future projects within PSR Analysis Area ME30A would be potentially significant (**Impact AE-1**).

North County Metro Subregion

PSR Analysis Area NC3A is adjacent to the Daley Ranch Conservation area with a system of trails providing scenic views into the NC3A Analysis Area. Construction and operation impacts would have the potential to detract from the scenic views from the Daley Ranch trails. Therefore, impacts to scenic vistas associated with the development of future projects within PSR Analysis Area NC3A would be potentially significant (**Impact AE-1**).

PSR Analysis Area NC18A is located within close proximity to County Scenic Highways Bear Valley Parkway and SR-78. The NC18A PSR Analysis Area proposes land uses that would result in an increase of 34 potential dwelling units. Construction and operation impacts would have the potential to detract from the scenic views from Bear Valley Parkway and SR-78. Therefore, impacts to scenic vistas associated with development of future projects within PSR Analysis Area NC18A would be potentially significant (**Impact AE-1**).

PSR Analysis Area NC22 is within the headwaters of Agua Hedionda Creek, providing scenic views of a seasonal pond and riparian corridor surrounded by hillsides of coastal sage scrub, from the surrounding neighborhoods and public roads. In addition, two trail alignments are planned through the Analysis Area – the Las Posas Trail and the San Diego Aqueduct Trail. Construction and operation impacts would have the potential to detract from the scenic views of the Analysis Area. Therefore, impacts to scenic vistas associated with the development of future projects within PSR Analysis Area NC22 would be potentially significant (**Impact AE-1**).

PSR Analysis Area NC37 is located adjacent to Twin Oaks Valley Road, a County Scenic Highway. The NC37 PSR Analysis Area proposes land uses that would result in an increase of 12 potential dwelling units. Visual impacts associated with an increase of 12 dwelling units within PSR Analysis Area NC37, which consists of 158 acres, would not be great enough to result in a significant impact related to the obstruction, interruption, or detracting from the visual quality of this County Scenic Highway. In addition, General Plan Policies COS-11.1 to COS-11.3 would require the development to blend in with the topography.

PSR Analysis Area NC38+ is located near Twin Oaks Valley Road, a County Scenic Highway. PSR Analysis Area NC38+ would allow for an increase of 38 potential dwelling units. Views to the NC38+ PSR Analysis Area from this County Scenic Highway are currently blocked due to the relatively flat topography and existing mature trees along Twin Oaks Valley Road. Therefore, impacts associated with the increased dwelling units within this PSR Analysis Area would not be great enough to result in a significant impact related to the obstruction, interruption or detracting

from the visual quality of this County Scenic Highway. In addition, General Plan Policies COS-11.1 to COS-11.3 would require the development to blend in with the topography.

Pala-Pauma

Within the Pala-Pauma Subregion, future development within proposed PSR Analysis Area PP30 would result in potential impacts to scenic resources from SR-76, a County Scenic Highway and an eligible State Scenic Highway; and Valley Center Road, a County Scenic Highway. PSR Analysis Area PP30 would allow for an increase in potential density from 12 to 134 dwelling units (an increase of 122 units). Most views of the Analysis Area from SR-76 would be limited to the northern portion, as citrus and oak trees would block most views of other portions, however, certain views of PP30 Analysis Area from SR-76 would be visible while traveling on SR-76 for approximately one mile. There would be multiple vantage points to view the Analysis Area from the north-south portion of Valley Center Road, which is in close proximity to the Analysis Area. Future development including residences and associated structures, vegetation removal during construction, and access roads/driveways, would have the potential to obstruct scenic views of hillsides and detract from the open space currently visible from SR-76. Development projects associated with the implementation of the Proposed Project would require adherence to adopted General Plan Policies COS-11.1 to COS-11.3; however, potentially significant impacts would remain. Therefore, impacts to scenic vistas associated with development of future projects within PSR Analysis Area PP30 would be potentially significant (**Impact AE-1**).

San Dieguito

PSR Analysis Area SD15 is a 69-acre undeveloped area comprised of coastal sage scrub chaparral vegetation communities that provides scenic views from the various trails and viewpoints of the Rancho La Costa Preserve to the south and west of the Analysis Area. Construction and operation impacts would have the potential to detract from the scenic views of the Analysis Area. Therefore, impacts to scenic vistas associated with the development of future projects within PSR Analysis Area SD15 would be potentially significant (**Impact AE-1**).

Valley Center CPA

Within the Valley Center Subregion, County Scenic Highway I-15 is located in close proximity to PSR Analysis Area VC7+. Additionally, PSR Analysis Area VC7+ is located within the Design Review Corridor for I-15. PSR Analysis Area VC7+ would allow an increase of 253 potential dwelling units. Construction and operation impacts would have the potential to detract from the scenic views from I-15. Therefore, impacts to scenic vistas associated with development of future projects within PSR Analysis Area VC7+ would be potentially significant (**Impact AE-1**).

PSR Analysis Area VC51 is located along the western edge of Lilac Road, a County Scenic Highway. PSR Analysis Area VC51 would allow an increase of 13 potential dwelling units. Visual impacts associated with an increase of 13 dwelling units within PSR Analysis Area VC51, which consists of 166 acres, would not be great enough to result in a significant impact related to the obstruction, interruption or detract from the visual quality of this County Scenic Highway. In addition, General Plan Policies COS-11.1 to COS-11.3 would require the development to blend in with the topography.

Valley Center Road, a County Scenic Highway, runs through PSR Analysis Area VC57+. PSR Analysis Area VC57+ would allow for an increase in potential density from 374 to 605 dwelling units (an increase of 231 units). Construction and operation impacts would have the potential to interrupt, or obstruct the visual quality of the views from Valley Center Road. Therefore, impacts

to scenic vistas associated with development of future projects within PSR Analysis Area VC57+ would be potentially significant (**Impact AE-1**).

PSR Analysis Area VC67 is located approximately 900 feet south of Valley Center Road, a County Scenic Highway. PSR Analysis Area VC67 would allow for an increase in intensity from the proposed change in land use from SR-2 to I-2. Due to the relatively flat topography associated with PSR Analysis Area VC67 and Valley Center Road, views to future industrial uses from Valley Center Road would be interrupted and blocked by the existing mature landscaping and structures located between Valley Center Road and this analysis area. Therefore, impacts would not be great enough to result in a significant impact related to the obstruction, interruption or detracting from the visual quality of this County Scenic Highway. In addition, General Plan Policies COS-11.1 to COS-11.3 would require the development to blend in with the topography.

Former CGSP Area

The former CGSP Area is located adjacent to I-15 and south of Old Castle Road, both of which are County Scenic Highways. Additionally, the former CGSP Area is within the Design Review Corridor for I-15. The Proposed Project would allow for an increase in potential density from one to 32 dwelling units (an increase of up to 31 dwelling units). Construction and operation impacts associated with future development would have the potential to interrupt, obstruct or detract from the scenic views from I-15 and Old Castle Road. Therefore, impacts to scenic vistas associated with development of future projects within the former CGSP Area would be potentially significant (**Impact AE-1**).

Adoption of the Valley Center Community Plan Residential Policy 8 Revision would allow for additional minimum lot size flexibility for residential clustering only within SR-2 or SR-4 areas and only within the sewer service area; however, the adoption would not result in an increase in the number of allowed dwelling units. This flexibility would allow more clustering away from scenic vistas and thus would not result in impacts related to the obstruction, interruption or detracting from a scenic vista.

As noted in Section 2.1.2 of the 2011 PEIR, there are a number of federal and State regulations currently in place that help protect visual resources within the County including the Resource Protection Ordinance (RPO) and design guidelines. The County Zoning Ordinance contains several regulations that pertain to aesthetic character and resources, as described in Section 2.1.2.3 of the 2011 PEIR, and implement the design and scenic preservation guidelines. The Scenic Area Regulations of the County Zoning Ordinance serve to regulate development in areas of high scenic value to exclude incompatible uses and structures, and preserve and enhance the scenic resources in adjacent areas.

The most direct efforts currently taken by the County to minimize impacts to scenic vistas are through CEQA review of discretionary projects. The County has prepared guidelines specifically for reviewing impacts to scenic vistas. Furthermore, design review guidelines and special area designators are only implemented in some areas and communities. Therefore, while existing regulations and processes aid in reducing impacts to scenic vistas, overall impacts to scenic vistas are anticipated to result from the Proposed Project.

PSR Analysis Areas FB19+, FB21+, NC37, NC38+, VC51, and VC67 were determined to result in less than significant impacts to scenic vistas from implementation of the proposed land use changes. **However, impacts to scenic vistas associated with development of future projects within PSR Analysis Areas BO18+, CD14, DS8, DS24, FB2+, FB17, ME26, ME30A, NC3A, NC18A, NC22, PP30, SD15, VC7+, VC57+, and former CGSP Subareas CG1, CG2, CG3, CG4, CG5, CG6, CG7, and CG8 would be potentially significant (Impact AE-1).**

2.1.3.2 Issue 2: Scenic Resources

Guidelines for Determination of Significance

Based on Appendix G of the CEQA Guidelines and the County of San Diego Guidelines for Determining Significance, Visual Resources (DPLU 2007k), the Proposed Project would have a significant impact if it would result in the removal or substantial adverse change in one or more features that contribute to the valued scenic resources of the unincorporated County, or of a valued visual character or image of the neighborhood, community, or localized area including, but not limited, landmarks (designated), historic resources, trees, and rock outcroppings.

Impact Analysis

Implementation of the Proposed Project would change land use designations that would increase allowable development density in the PSR Analysis Areas and former CGSP Area. Similar to the impact to scenic vistas discussed above, scenic resources such as parks, open space, natural habitat, reservoirs, RCAs, and other undeveloped lands throughout the PSR Analysis Areas and former CGSP Area and vicinity would be potentially impacted by increased development density.

Future residential, commercial, industrial or infrastructure development consistent with the Proposed Project would have the potential to result in the removal or destruction of scenic neighborhood or community resources, such as historic resources, trees or rock outcroppings. A description of the Proposed Project's impacts to scenic resources within each CPA/Subregion containing PSR Analysis Areas and former CGSP Area is provided below.

Bonsall CPA

Land use changes proposed for the Bonsall CPA in PSR Analysis Areas BO18+ and former CGSP Subareas CG1, CG6, CG7, and CG8 would accommodate an increase of 74 potential dwelling units that would have the potential to impact viewsheds and visual landmarks. All of the CGSP Subareas and a small portion of the BO18+ Analysis Area are in the I-15 Design Review Corridor, established for maintaining design standards within the viewshed of this County Scenic Highway. In addition, the southern portion of BO18+ includes hillsides that are within the viewshed of the Moosa Creek corridor and Camino Del Rey, which is also a County Scenic Highway. Future development including residences and associated structures, vegetation removal during construction, and access roads/driveways, would have the potential to result in a substantial adverse change to scenic resources in the Bonsall CPA. Therefore, impacts to scenic resources, including landmarks and viewsheds, associated with development of future projects within PSR Analysis Area BO18+ and former CGSP Subareas CG1, CG6, CG7, and CG8 would be potentially significant (**Impact AE-2**).

Crest-Dehesa Subregion

Land use changes proposed for the Crest-Dehesa Subregion in PSR Analysis Area CD14 would accommodate an increase of seven potential dwelling units that would have the potential to impact viewsheds and visual landmarks. The western portion of CD14 is mostly on a hillside which is highly visible from the neighborhood and public roads to the west. CD14 is also just west of the McGinty Mountain-Loveland Reservoir Resource Conservation Area. Future development including residences and associated structures, vegetation removal during construction, and access roads/driveways, would have the potential to result in a substantial adverse change to scenic resources in the Crest-Dehesa Subregion. Therefore, impacts to scenic resources, including landmarks and viewsheds, associated with development of future projects within PSR Analysis Area CD14 would be potentially significant (**Impact AE-2**).

Desert Subregion

Land use changes proposed for the Desert Subregion in PSR Analysis Areas DS8 and DS24 would accommodate an increase of 542 potential dwelling units that would have the potential to impact viewsheds and visual landmarks. One of the main sources of scenic resources is Anza Borrego Desert State Park, which surrounds the community of Borrego Springs. Other significant viewsheds in the Desert Subregion are the Mesquite Forest and Ocotillo Forest which are RCAs. PSR Analysis Area DS24 is located on a desert landscape that includes the community-valued Ocotillo Forest, which is considered a scenic resource in addition to the biological resource value. Ocotillos are native to the Sonoran and Chihuahuan deserts, and are extremely fragile as they will not regenerate once the plant is removed from the soil (ASDM 2017). Any removal of the Ocotillo plants would diminish the natural desert landscape. Therefore, impacts to scenic resources, including landmarks and viewsheds, associated with development of future projects within PSR Analysis Area DS8 and DS24 would be potentially significant (**Impact AE-2**).

Fallbrook CPA

Land use changes proposed for Fallbrook in PSR Analysis Areas FB2+, FB17, FB19+, and FB21+ would accommodate an increase of 57 potential dwelling units that would have the potential to impact viewsheds and visual landmarks. FB2+ is at the edge of preserves associated with Monserate Mountain. Any removal of the trees or plants would diminish the natural landscape. FB19+ is within the Stewart Canyon RCA. FB21+ is within the Santa Margarita RCA. Sandia Creek, a tributary of the Santa Margarita, flows through the Analysis Area. The Rock Mountain Preserve and Trail is also within the FB21+ Analysis Area. Therefore, impacts to scenic resources, including landmarks and viewsheds, associated with development of future projects within PSR Analysis Areas FB2+, FB17, FB19+, and FB21+ would be potentially significant (**Impact AE-2**).

Mountain Empire Subregion

Land use changes proposed for the Mountain Empire Subregion in PSR Analysis Areas ME26 and ME30A would accommodate an increase of 55 potential dwelling units that would have the potential to impact viewsheds and visual landmarks. SR-94 is a County Scenic Highway that runs through ME30A and Buckman Springs Road is a County Scenic Highway that runs adjacent to the western end of ME26. Future development including residences and associated structures, vegetation removal during construction, and access roads/driveways, would have the potential to result in a substantial adverse change to scenic resources in the Mountain Empire Subregion. Therefore, impacts to viewsheds associated with ME26 and ME30A PSR Analysis Areas would be potentially significant (**Impact AE-2**).

North County Metro Subregion

Land use changes proposed for the North County Metro Subregion in PSR Analysis Areas NC3A, NC18A, NC22, NC37, NC38+ and former CGSP Subareas CG4 and CG5 would accommodate an increase of 165 dwelling units that would have the potential to impact viewsheds and visual landmarks. One resource is the San Marcos Mountains, adjacent to NC37. These mountains are an important visual landmark for residents of the North County Metro Subregion and are especially significant because they contain rare and endangered plant species. Additionally, Burnt Mountain (in close proximity to NC3A) serves as wildlife habitat and is a visual landmark for residents of the North County Metro Subregion. NC22 is in an area that makes up the headwaters of Agua Hedionda Creek, which is also a valued scenic resource in the area. Any impact to these resources would diminish the natural landscape. The former CGSP Subareas are within the I-15 Design Review Corridor. Therefore, impacts to scenic resources, including landmarks and viewsheds, associated with development of future projects within PSR Analysis Areas NC3A,

NC18A, NC22, NC37, NC38+ and former CGSP Subareas CG4 and CG5 would be potentially significant (**Impact AE-2**).

Pala-Pauma

Land use changes proposed for the Pala-Pauma CPA in PSR Analysis Area PP30 would accommodate an increase of 122 dwelling units that would have the potential to impact viewsheds and visual landmarks. One resource, the San Luis Rey River, runs through PP30 and contains valuable biological resources including wetland habitat, sensitive plant and animal species, and extensive areas of oak woodlands. The biological resources and a rocky gorge along the river contribute to the scenic quality of the area. Future development including residences and associated structures, vegetation removal during construction, and access roads/driveways, would have the potential to result in a substantial adverse change to scenic resources along the San Luis Rey River corridor. Therefore, impacts to scenic resources, including landmarks and viewsheds, associated with development of future projects within PSR Analysis Area PP30 would be potentially significant (**Impact AE-2**).

San Dieguito

Land use changes proposed for the San Dieguito CPA in PSR Analysis Area SD15 would accommodate an increase of 301 potential dwelling units that would have the potential to impact viewsheds and visual landmarks. SD15 is surrounded by open space land to the south, southeast and the west, including the Rancho La Costa Habitat Conservation Area, which includes the Copper Creek Trail, running adjacent to the southeast corner of SD15, and continuing west with several views of the SD15 area. Future development including residences and associated structures, vegetation removal during construction, and access roads/driveways, would have the potential to result in a substantial adverse change to scenic resources in this area. Therefore, impacts to scenic resources, including landmarks and viewsheds, associated with development of future projects within PSR Analysis Area SD15 would be potentially significant (**Impact AE-2**).

Valley Center CPA

Land use changes proposed for the Valley Center CPA in PSR Analysis Areas VC7+, VC51, VC57+, and VC67 and former CGSP Subareas CG2, CG3, and CG4 would accommodate an increase of 516 potential dwelling units that would have the potential to impact viewsheds and visual landmarks. Each of the Valley Center CGSP Subareas is within the I-15 Design Review Corridor, established for maintaining design standards within the viewshed of this County Scenic Highway. Analysis Area VC67 is within the Keys Creek corridor and VC7+ is in close proximity to the Keys Creek corridor. Future development including residences and associated structures, vegetation removal during construction, and access roads/driveways, would have the potential to result in a substantial adverse change to scenic resources within the Valley Center CPA. Therefore, impacts to scenic resources, including landmarks and viewsheds, associated with development of future projects within PSR Analysis Area VC7+, VC51, VC57+, and VC67 and former CGSP Subareas CG2, CG3, and CG4 would be potentially significant (**Impact AE-2**).

Adoption of the Valley Center Community Plan Residential Policy 8 Revision would allow for additional minimum lot size flexibility for residential clustering only within SR-2 or SR-4 areas and only within the sewer service area; however, the adoption would not result in an increase in the number of allowed dwelling units. This flexibility would allow more clustering away from scenic resources.

The existing regulations and processes that are relevant to scenic resources are the same as those identified for scenic vistas, described in Section 2.1.3.1 above. Similar to scenic vistas,

most of these regulations indirectly assist with the preservation of scenic resources or are applied locally at the community level.

The direct effects on scenic resources resulting from increased development within PSR Analysis Areas BO18+, CD14, DS8, DS24, FB2+, FB17, FB19+, FB21+, ME26, ME30A, NC3A, NC18A, NC22, NC37, NC38+, PP30, SD15, VC7+, VC51, VC57+, VC67 and former CGSP Subareas CG1, CG2, CG3, CG4, CG5, CG6, CG7, and CG8 would potentially have an adverse impact on scenic resources, therefore resulting in a potentially significant impact (Impact AE-2).

2.1.3.3 Issue 3: Visual Character or Quality

Guidelines for Determination of Significance

Based on Appendix G of the CEQA Guidelines and the County of San Diego Guidelines for Determining Significance, Visual Resources (DPLU 2007k), the Proposed Project would have a significant impact if it would substantially degrade the existing visual character or quality of the site and its surroundings by introducing features that would detract from or contrast with the existing visual character and/or quality of a neighborhood, community, or localized area by conflicting with important visual elements or the quality of a neighborhood, community, or localized area by conflicting with important visual elements or the quality of the area (such as theme, style, setbacks, density, size, massing, coverage, scale, color, architecture, building materials, etc.) or by being inconsistent with applicable design guidelines.

Impact Analysis

Potential impacts to visual character or quality in each CPA and Subregion involved in the Proposed Project are described below.

Bonsall CPA

Bonsall is a community consisting primarily of low-density estate type residential and agricultural uses. Agriculture is a key factor that makes up Bonsall's community character. Residents value the large open spaces between houses, screening vegetation, beauty of natural landforms, natural resources and features, lack of noise and congestion, unobstructed ridgelines, and the presence of agriculture and animal farming. Additional development would have the potential to occur under the Proposed Project. Agricultural uses are allowed under all proposed land use designations and would continue in Bonsall. PSR Analysis Area BO18+ consists of 120 parcels on 921 acres and proposes to increase the allowable number of dwelling units from 129 to 196, an increase of 67 dwelling units. The proposed land use designation change in BO18+ is from SR-10 to SR-4, with the corresponding substantial increase in potential dwelling units having the potential to impact the visual character of this primarily agricultural area. Two of the CGSP Subareas within Bonsall include proposals for a Rural Commercial land use designation with C42 (Visitor Serving Commercial) zoning. Though visitor serving commercial uses exist nearby in the Welk Resort and Deer Park Winery, these establishments are on the other side of Champagne Boulevard and the Bonsall side is currently undeveloped other than a mini-storage in Subarea CG7. Therefore, impacts to visual character or quality associated with development of future projects within PSR Analysis Area BO18+ and former CGSP Subareas CG1, CG6, CG7, and CG8 would be potentially significant (**Impact AE-3**).

Crest-Dehesa Subregion

The Proposed Project would increase the potential residential density within the PSR Analysis Area CD14 from 10 to 17 dwelling units on 101 acres. An increase in development of seven potential dwelling units would not be anticipated to impair the visual character or quality of the area. Therefore, construction and operational impacts to visual character or quality associated with development of future projects within PSR Analysis Area CD14 would be less than significant.

Desert Subregion

This Subregion, where PSR Analysis Areas DS8 and DS24 are located, has a natural desert ambiance and rural town character. Most of this Subregion is within Anza-Borrego Desert State Park, which is mostly open space and is not under the land use jurisdiction of the County. A great deal of scenic and recreational value is gained from the presence of the Park within the Subregion. The Subregion contains the community of Borrego Springs, which is a mostly low-density rural and commercial community containing a diverse but small-scale commercial area, low density permanent and seasonal homes, hotels and tourist resorts. Outside of Borrego Springs, some agricultural and rural development exists. Some additional development is concentrated in the Ocotillo Wells area near the Ocotillo Airport along SR-78. The Proposed Project would increase potential residential density within PSR Analysis Area DS8 by 389 potential dwelling units on 169 acres in what is currently a village residential designation. PSR Analysis Area DS24 would potentially increase the number of dwelling units by 153 on 169 acres in an area of sparse residential development within neighborhoods of several vacant lots. Approval of the proposed changes could result in two pockets of uniquely dense development within the desert valley, thereby potentially changing the overall visual character and quality of these areas. In addition, DS24 is within an Ocotillo Forest that is within the viewshed of County Scenic Highway Montezuma Valley Road to the west; and also within the viewshed of Borrego Springs Road, which is the main route into town for those traveling from SR-78 to the south. Therefore, impacts to visual character or quality associated with development of future projects within PSR Analysis Areas DS8 and DS24 would potentially be significant (**Impact AE-3**).

Fallbrook CPA

The Fallbrook CPA, where PSR Analysis Areas FB2+, FB17, FB19+, and FB21+ are located, contains a vibrant and prosperous town center that is important to its character and is the primary commercial and industrial area in the community. Outside of the town center, Fallbrook has a mostly semi-rural and agricultural character. Development generally decreases in density as distance from the town center increases so that development surrounding the town center is semi-rural, while development farther from the town center is very rural. The Fallbrook CPA also encompasses a portion of the I-15 corridor, which consists of a number of specific planning areas separated by semi-rural and rural lands.

The Proposed Project would allow an increase of up to 57 additional potential dwelling units on a total of 1,856 acres in the Fallbrook CPA. PSR Analysis Area FB2+ would potentially increase the number of dwelling units from 26 to 42 (an increase of 16 units) on 491 acres. PSR Analysis Area FB17 would potentially increase density from 49 to 82 dwelling units (an increase of 33 units) on 107 acres. PSR Analysis Area FB19+ would potentially increase dwelling units by one on a total of 579 acres. PSR Analysis Area FB21+ would increase potential dwelling units from 61 to 68 dwelling units (an increase of seven units) on 679 acres. The proposed land use designation changes for FB19+ and FB21+ would not result in significant impacts to the visual character of their respective portions of the Fallbrook community as the increase in dwelling units is minimal across such a large area. However, PSR Analysis Areas FB2+ and FB17 would have a potentially significant impact to visual character and quality within existing rural areas of Fallbrook due to the

increase of 33 potential dwelling units on 107 acres in FB17 and a nearly doubling of allowed density in the largest portion of the FB2+ Analysis Area (FB18 PSR), which is now devoted to agricultural uses with one house. Therefore, impacts to visual character or quality associated with development of future projects within PSR Analysis Areas FB2+ and FB17 would be potentially significant (**Impact AE-3**).

Mountain Empire Subregion

The PSR Analysis Area ME30A proposal would increase the potential density from six to 35 dwelling units (an increase of 29 units) on 262 acres. The PSR Analysis Area ME26 proposal would potentially increase density from 33 to 59 dwelling units (an increase of 26 units) on 678 acres. Changes in land use designations as a result of the Proposed Project would double the existing number of dwelling units allowed under the current General Plan. The proposed increase in residential density would have the potential to change the visual quality of the mostly rural landscape in these areas of the Mountain Empire Subregion. Therefore, impacts to visual character or quality associated with development of future projects within PSR Analysis Areas ME26 and ME30A would be potentially significant (**Impact AE-3**).

North County Metro Subregion

The North County Metro Subregion includes PSR Analysis Areas NC3A, NC18A, NC22, NC37, and NC38+. The two main communities in this Subregion are Hidden Meadows, which is located east of I-15, and Twin Oaks, which is located west of I-15. Both communities contain primarily single-family residences with varying lot sizes, in addition to small areas of higher densities and commercial.

The Proposed Project would change land use designations within five PSR Analysis Areas and two former CGSP Subareas in the North County Metro Subregion. The PSR Analysis Area NC3A proposal would increase allowed density from 66 to 77 dwelling units (an increase of 11 potential dwelling units) over 1,015 acres. NC18A would increase allowed density from 43 to 77 dwelling units (an increase of 34 potential dwelling units) on 93 acres. PSR Analysis Area NC22 would increase allowed density from 21 to 73 (an increase of 52 potential dwelling units) on 154 acres. The 158-acre PSR Analysis Area NC37 would increase allowed density from 19 to 31 dwelling units (an increase of 12 potential dwelling units). The 77-acre PSR Analysis Area NC38+ would increase allowed density by 38 dwelling potential units from the 37 units that are currently allowed, doubling the allowable number of potential units. The CGSP Subareas within North County Metro would go from no residential allowed now to 13 potential lots, with one of the Subareas currently vacant and the other containing the Deer Park Winery.

PSR Analysis Areas NC18A, NC22, and NC38+ would have the potential to result in localized impacts to the visual character of the community, due to the proposed significant increases in allowed density and the minimal residential development in these areas now. In addition, NC18A and NC38+ are within productive agricultural areas and NC22 is within an area that makes up the headwaters of Agua Hedionda Creek. Therefore, impacts to visual character or quality associated with development of future projects within PSR Analysis Area NC18A, NC22, and NC38+, and within former CGSP Subareas CG4 and CG5 would potentially be significant (**Impact AE-3**).

Pala-Pauma Subregion

The Pala-Pauma Subregion, containing PSR Analysis Area PP30, is generally remote and rugged in topography, providing open space, agriculture and mostly low-density residential. The PP30 PSR Analysis Area would allow for an increase from 12 to 134 dwelling units (an increase of 122 potential units) on 518 acres. The proposal would have a potentially significant impact on the

visual character and quality of the rural setting of the Analysis Area, which includes the San Luis Rey River and tributaries Yuima Creek and Potrero Creek. Therefore, impacts to visual character or quality associated with development of future projects within PSR Analysis Area PP30 would potentially be significant (**Impact AE-3**).

San Dieguito CPA

PSR Analysis Area SD15 spans 69 acres and is currently bordered on the west, southeast and south by open space conservation land. The Proposed Project Map would increase allowed density from 61 to 362 dwelling units (an increase of 301 potential dwelling units). Implementation of the Proposed Project would introduce land uses/densities with the potential to detract from existing scenic views in this area. Therefore, impacts to visual character or quality within PSR Analysis Area SD15 would be potentially significant (**Impact AE-3**).

Valley Center CPA

Although Valley Center CPA is mostly characterized by rural and semi-rural residential development, commercial and higher density residential land uses are concentrated within the areas of the Valley Center Road/Cole Grade Road intersection and the Valley Center Road/Woods Valley Road intersection, within the two villages. Along the edges of the Valley Center CPA, rural development, tribal lands, and open space are prominent. PSR Analysis Area VC7+ would increase density from 366 to 619 dwelling units (allowing an additional 253 potential dwelling units) on 1,465 acres. PSR Analysis Area VC51 would increase density from 14 to 27 dwelling units (an increase of 13 potential dwelling units) on 166 acres. PSR Analysis Area VC57+ would increase density from 374 to 605 dwelling units (an increase of 231 potential units) on 1,337 acres. The Valley Center CGSP Subareas (CG2, CG3, and CG4) would go from no residential allowed now, to a maximum of 19 potential units in an area that currently has only one vacant house. Additionally, the PSR Analysis Area VC67 proposal is to go from SR-2 to Medium Impact Industrial. Typical uses within the Medium Impact Industrial designation are manufacturing, processing, and assembly; warehousing and distribution; large equipment supply and sales. Outdoor operations and storage of processed materials and product is typical for this designation.

Adoption of the Valley Center Community Plan Residential Policy 8 Revision would allow for additional minimum lot size flexibility for residential clustering only within SR-2 or SR-4 areas and only within the sewer service area; however, the adoption would not result in an increase in the number of allowed dwelling units. This clustering flexibility would have the potential to impact the visual character of these areas.

The PSR proposals would result in a substantial increase in density for this CPA, in addition to the increased intensity associated with the industrial proposal for VC67. Therefore, impacts to visual character and quality associated with the proposed policy revision and with development of future projects within PSR Analysis Areas VC7+, VC51, VC57+, VC67 and former CGSP Subareas CG2, CG3, and CG4 would be potentially significant (**Impact AE-3**).

Impacts to visual character or quality within PSR Analysis Areas CD14, FB19+, FB21+, NC3A, and NC37 would not result from implementation of the Proposed Project. **However, implementation of the Proposed Project would substantially degrade the existing visual character or quality within PSR Analysis Areas BO18+, DS8, DS24, FB2+, FB17, ME26, ME30A, NC18A, NC22, NC38+, PP30, SD15, VC7+, VC51, VC57+, VC67, and former CGSP Subareas CG1, CG2, CG3, CG4, CG5, CG6, CG7, and CG8. Therefore, the Proposed Project would have a potentially significant impact to visual character or quality (Impact AE-3).**

2.1.3.4 Issue 4: Light or Glare

Guidelines for Determination of Significance

Based on Appendix G of the CEQA Guidelines and the County of San Diego Guidelines for Determining Significance Dark Skies and Glare (DPLU 2007d), the Proposed Project would have a significant impact if it would create a new sources of substantial light or glare which would adversely affect day or nighttime views in the area.

Impact Analysis

The Proposed Project would have the potential to result in a substantial new source of light or glare from new development or redevelopment that requires night lighting, such as security lighting in commercial areas, or from the use of materials that would result in glare, such as expanses of glass on office buildings. Changes in land use designations because of the Proposed Project will increase the number of dwelling units within rural areas of the County where PSR Analysis Areas are located. Building materials and outdoor lighting used in the development or redevelopment of residential, commercial, or industrial uses would have the potential to result in a new source of glare and/or lighting. Of concern are new sources of night lighting that would have the potential to cause light trespass and light pollution which would affect the Palomar Mountain Observatory and/or the Mount Laguna Observatory.

Light

Artificial lighting components that can contribute to skyglow include roadway/walkway lighting, security lighting, decorative and landscape lighting, building lighting (including residential, commercial, and industrial), and site lighting. Areas with rural residential development would have the least lighting footprint of the developed areas because night lighting would be limited to security or ornamental lighting on houses and other structures, which would be spaced far apart. The highest lighting footprint would occur in areas with commercial or village residential development because these areas contain lighted signs, nighttime security lighting and more residences with nighttime lighting. Higher density areas are more likely to contain additional sources of light, such as extensive street lights.

The Proposed Project would result in higher density due to changes in land use designations which allow for additional dwelling units. The most developed CPAs and Subregions, which generally have the greatest lighting footprint, are the San Dieguito CPA containing PSR Analysis Area SD15 and the North County Metro Subregion containing PSR Analysis Areas NC3A, NC18A, NC22, NC37, and NC38+. However, the PSR Analysis Areas are in some of the least developed portions of these planning areas and some include nearby open space. Mostly rural residential and/or agricultural CPAs and Subregions that contain larger areas of open space, such as the Bonsall CPA (containing PSR Analysis Area BO18+ and the former CGSP Subareas CG1, CG6, CG7, and CG8) and the Desert Subregion (containing PSR Analysis Areas DS8 and DS24), generally have a smaller lighting footprint. CPAs such as Fallbrook (FB2+, FB17, FB19+ and FB21+), which have an established commercial town center, have a greater lighting footprint in the town center, and a lesser lighting footprint in the surrounding rural uses.

Of particular concern are the land uses in closest proximity to the Palomar Mountain Observatory (within 15 miles of PSR Analysis Area PP30) and Mount Laguna Observatory (within 15 miles of PSR Analysis Area ME26). Increasing skyglow from light pollution places severe constraints on the ability of astronomers to observe fainter objects, regardless of filtering or enhanced techniques. Figure 2.1-2 shows the 15-mile buffer around each observatory, referred to as Zone A, which is the area most critical for light pollution to be minimized. A light source at a distance of

one mile has 1,600 times the impact on an observatory as an equivalent light source at a 40 mile distance; therefore, land uses in closer proximity to the observatories have a greater impact than those farther away. PSR Analysis Areas PP30, VC7+ (portion), VC51, VC57+, VC67, and ME26 fall within the 15-mile buffer that makes up Zone A.

The CPAs/Subregions in Zone A near Palomar Mountain Observatory are the Mountain Empire Subregion, Fallbrook CPA, Valley Center CPA, North County Metro Subregion, and Pala-Pauma Subregion. Zone A currently contains large areas of open space, including the Cleveland National Forest, that help minimize light pollution. Land uses in Zone A would be primarily rural. Therefore, although the Proposed Project would maintain the generally rural land uses in this region and maintain open space, new development, particularly dwelling unit increases within PSR Analysis Areas ME26 (increase of 26 potential units), PP30 (increase of 122 potential units), VC7+ (increase of 253 potential units, though only the southeastern 80 acres of the Analysis Area are in Zone A), VC51 (increase of 13 potential units), VC57+ (increase of 231 potential units), and VC67 (proposed change to Medium Impact Industrial) would have the potential to result in new sources of light within Zone A.

Several CPAs and Subregions containing PSR Analysis Areas have identified dark skies as part of their community character. These CPA and Subregions include the Bonsall CPA (PSR Analysis Areas BO18+, and former CGSP Subareas CG1, CG6, CG7, CG8), Desert Subregion (PSR Analysis Areas DS8 and DS24), Fallbrook CPA (PSR Analysis Areas FB2+, FB17, FB19+, and FB21+), Mountain Empire Subregion (PSR Analysis Areas ME26 and ME30A), North County Metro Subregion (PSR Analysis Areas NC3A, NC18A, NC22, NC37, NC38+, and former CGSP Subarea CG5 and part of CG4), and Valley Center CPA (PSR Analysis Areas VC7+, VC51, VC57+, VC67, and former CGSP Subareas CG2, CG3, and part of CG4). Of note is the Tierra Del Sol Observation Site within the Mountain Empire Subregion and more specifically within the Boulevard planning area. The Tierra Del Sol site is approximately 8 miles from PSR Analysis Area ME30A. There is an on-going effort to protect the aesthetic and scientific value of this area from light pollution. The only PSR Analysis Area with a less than significant impact associated with lighting is CD14. Therefore, lighting impacts associated with development of future projects within PSR Analysis Areas BO18+, DS8, DS24, FB2+, FB17, FB19+, FB21+, ME26, ME30A, NC3A, NC18A, NC22, NC37, NC38+, PP30, SD15, VC7+, VC51, VC57+, VC67, and former CGSP Subareas CG1, CG2, CG3, CG4, CG5, CG6, CG7, and CG8 would be potentially significant (**Impact AE-4**).

Glare

Glare is considered a continuous or periodic intense light that is greater than the luminance to which the eyes are adapted and would have the potential to cause annoyance, discomfort or visual impairment, and can be a nuisance or hazard. Glare commonly occurs when an object is significantly brighter in contrast to the rest of the viewshed, such as light reflecting off an expanse of glass like those found in commercial or industrial developments. Potentially reflective exterior building materials can affect motorists, cyclists, pedestrians or other persons within sight of the project depending on the position of the sun, outdoor lighting and/or building materials.

Future development or redevelopment resulting from the Proposed Project would cause glare impacts if highly reflective building materials were used which create glare, or if new development did not comply with applicable federal, State, or local regulations related to glare. Reflective building materials such as large expanses of glass are commonly used in office professional land uses to provide office windows and commercial land uses to display goods or advertisements in storefronts; however, reflective materials have the potential to be used in any type of development. The area that would potentially accommodate office professional uses (based on

the proposed designations/zoning) would be PSR Analysis Area SD15 in the San Dieguito CPA (which proposes 19.3 acres for General Commercial in the Proposed Project Map) and PSR Analysis Area VC67 in the Valley Center CPA (which proposes 13 acres of I-2). The increase in commercial and industrial land uses that regularly use glare producing materials would result in an increase in glare in the areas immediately surrounding SD15 and VC67. Therefore, glare impacts associated with development of future projects within PSR Analysis Areas SD15 and VC67 would be potentially significant (**Impact AE-4**).

The County has regulations in place to reduce impacts associated with light and glare. The Zoning Ordinance sets performance standards for glare for commercial and industrial uses in residential, commercial, and industrial zones. All commercial and industrial uses subject to these standards are required to operate in a manner that does not produce glare, which is readily detectable without instruments by the average person.

The San Diego County Light Pollution Code and Zoning Ordinance performance standards minimize light pollution and light trespass. The intent of the code is to restrict the permitted use of outdoor light fixtures emitting undesirable light into the night sky which can have a detrimental effect on astronomical research. The code sets restrictions on illuminations sources, shielding, and hours of operation. Any permit required by the County for work involving outdoor light fixtures must submit evidence that the proposed work will comply with the code. County Zoning Ordinance Section 6322 reduces light pollution by controlling excessive or unnecessary outdoor light emissions which produce unwanted illumination of adjacent properties by restricting outdoor lighting usage, and Sections 6324 and 6326 establish limitations on outdoor lighting.

Under the Proposed Project, existing rural and semi-rural areas would not impact light or glare as drastically as commercial or industrial land use designations; however, the increased residential development density allowed under the Proposed Project may still create a noticeable impact. In general, areas that have a larger development footprint and a larger increase in development density have greater potential to result in a lighting impact. PSR Analysis Areas ME26, PP30, VC51, VC57+, and VC67 are within Light Pollution Zone A, which would be adversely affected by an increase in development. Increased development density would cause a similar increase in daytime glare from such sources as metal or glass building surfaces. **Therefore, impacts to light or glare associated with development of future projects within PSR Analysis Areas BO18+, DS8, DS24, FB2+, FB17, FB19+, FB21+, ME26, ME30A, NC3A, NC18A, NC22, NC37, NC38+, PP30, SD15, VC7+, VC51, VC57+, VC67, and former CGSP Subareas CG1, CG2, CG3, CG4, CG5, CG6, CG7, and CG8 would be potentially significant (Impact AE-4).**

Adoption of the Valley Center Community Plan Residential Policy 8 Revision would allow for additional minimum lot size flexibility for residential clustering only within SR-2 or SR-4 areas and only within the sewer service area; however, the adoption would not result in an increase in the number of allowed dwelling units. With no increase in development potential, the revision would not impact light or glare.

2.1.4 Cumulative Impacts

The geographic scope for the aesthetics resources cumulative analysis is the San Diego region, including both incorporated and unincorporated areas, and surrounding counties, unless otherwise stated below. Section 1.11 (Cumulative Project Assessment Overview) of this SEIR provides an update of new projects since the adoption of the General Plan that are considered in this cumulative analysis.

2.1.4.1 Issue 1: Scenic Vistas

Cumulative projects located in the San Diego region would have the potential to result in a cumulative impact to scenic vistas if, in combination, they would result in the obstruction, interruption, or detracting from a scenic vista. Similar to the County of San Diego, adjacent jurisdictions, including incorporated cities, adjacent counties, and federal and State-managed lands, have general plan policies, zoning and other ordinances or regulations in place to protect scenic vistas within their jurisdictions. Cumulative projects within these jurisdictions would be required to comply with applicable regulations pertaining to scenic vistas. For example, the Meadowood project in Fallbrook CPA and the Warner Ranch project in the Pala-Pauma CPA would likely have the potential to obstruct, interrupt, or detract from the existing setting. In addition, projects on tribal lands would also be subject to applicable scenic resources regulations; however, these regulations may not be as strict or regularly enforced. Therefore, the cumulative projects in the region would have the potential to result in a significant cumulative impact related to scenic vistas.

As described above, the proposed land use designations in PSR Analysis Areas would have the potential to result in the obstruction, interruption, or detracting of a scenic vista resulting from future development activity. **Therefore, in combination with other cumulative projects, the Proposed Project would have the potential to contribute to a significant cumulative impact (Impact AE-5).**

2.1.4.2 Issue 2: Scenic Resources

Cumulative projects located in the San Diego region would have the potential to result in a cumulative impact to scenic resources if in combination they would result in the removal or substantial adverse change of one or more features that contribute to the valued visual character or image of a neighborhood, community, State Scenic Highway, or localized area, such as a landmark (designated), historic resource, trees, or rock outcropping. For example, similar to the County of San Diego, adjacent jurisdictions including incorporated cities, adjacent counties, and federal and State-managed lands have general plan policies, zoning, and other ordinances and regulations in place to protect scenic resources within their jurisdictions. Cumulative projects within these jurisdictions would be subject to applicable regulations pertaining to scenic resources. However, cumulative projects such as the Lilac Hills Ranch project near the Valley Center and Bonsall CPAs, the Warner Ranch project in the Pala-Pauma Subregional Plan area, and the Meadowood project in the Fallbrook CPA would impact scenic resources. Therefore, the cumulative projects in the region would have the potential to result in a significant cumulative impact related to scenic resources.

As described above, implementation of the Proposed Project would have the potential to remove or change a feature that contributes to the valued visual character or image of the neighborhood, community, State Scenic Highway, or localized area. **Therefore, in combination with other cumulative projects, the Proposed Project would have the potential to contribute to a significant cumulative impact (Impact AE-6).**

2.1.4.3 Issue 3: Visual Character or Quality

Cumulative projects located in the San Diego region would have the potential to result in a cumulative impact to visual character or quality if, in combination, they would substantially degrade the existing visual character or quality of the site and its surroundings by introducing features that would detract from or contrast with the existing visual character and/or quality of a

neighborhood, community, or localized area. Adjacent jurisdictions, including incorporated cities, adjacent counties, and federal and State-managed lands, have general plan policies, zoning ordinances, other ordinances, and additional regulations/policies such as design guidelines in place to protect visual character and quality within their jurisdictions. Cumulative projects within these jurisdictions would be subject to the applicable regulations pertaining to visual character and quality. A cumulative impact to community character may also occur from projects requesting general plan or community plan amendments, or other large development projects because these larger developments would have the potential to transform the surrounding community. Examples of these projects include Newland Sierra in the Bonsall CPA; Warner Ranch in the Pala-Pauma Valley Subregion; Campus Park and Meadowood in the Fallbrook CPA; and, Star Ranch in the community of Campo. The Newland Sierra, Warner Ranch, and Star Ranch projects all propose large residential developments in relatively undeveloped areas of the unincorporated County and have the potential to impact the rural character of the project areas. The Campus Park project in Fallbrook would result in industrial, commercial, and residential land uses in an area that is currently mostly undeveloped and would substantially change the character of the area. Additionally, projects on tribal lands may not be subject to regulations protecting scenic resources, or they may not be as strict or regularly enforced. Therefore, the cumulative projects in the region would have the potential to result in a significant cumulative impact related to visual character or quality.

As described above, implementation of the Proposed Project would have the potential to degrade the existing visual character or quality of a community. **Therefore, in combination with other cumulative projects, the Proposed Project would have the potential to contribute to a significant cumulative impact (Impact AE-7).**

2.1.4.4 Issue 4: Light or Glare

The construction and operation of cumulative projects located in the San Diego region would have the potential to result in a new source of glare from new development or redevelopment that requires night lighting, such as security lighting in commercial areas, or is constructed with materials that would result in glare, such as expanses of glass on office buildings. Impacts from glare are generally localized and not cumulative in nature; therefore, a significant cumulative impact related to glare would not occur. However, any new sources of nighttime light pollution in the San Diego region would result in a potential lighting impact to the Palomar Mountain and Mount Laguna Observatories. New sources of lighting would be created from development of the proposed new and expanded projects on tribal lands in San Diego County, which would be in operation at night and generally include decorative and security lighting. For example, the Campo Reservation proposed an entertainment hall and a 42,800-square foot gaming area that would require night lighting for operation, decoration, and advertising. Despite lighting ordinances and other regulations pertaining to night lighting and mitigation measures that would reduce light pollution on a project by project basis, the combined effect of all cumulative projects in the San Diego region result in an increase in light pollution. Therefore, the cumulative projects in the region would have the potential to result in a significant cumulative impact associated with nighttime lighting.

As discussed above, the Proposed Project would have the potential to result in substantial new sources of nighttime light. **Therefore, in combination with other cumulative projects, the Proposed Project would contribute to a potentially significant cumulative impact associated with night lighting (Impact AE-8).**

2.1.5 Mitigation

2.1.5.1 Issue 1: Scenic Vistas

Implementation of the following adopted General Plan policies and 2011 PEIR mitigation measures would reduce direct **Impact AE-1** and cumulative **Impact AE-5** to a level below significant.

Adopted General Plan Policies

Policy COS-11.1: Protection of Scenic Resources. Require the protection of scenic highways, corridors, regionally significant scenic vistas, and natural features, including prominent ridgelines, dominant landforms, reservoirs, and scenic landscapes.

Policy COS-11.2: Scenic Resource Connections. Promote the connection of regionally significant natural features, designated historic landmarks, and points of regional historic, visual, and cultural interest via designated scenic corridors, such as scenic highways and regional trails.

Policy COS-11.3: Development Siting and Design. Require development within visually sensitive areas to minimize visual impacts and to preserve unique or special visual features, particularly in rural areas, through the following:

- Creative site planning
- Integration of natural features into the project
- Appropriate scale, materials, and design to complement the surrounding natural landscape
- Minimal disturbance of topography
- Clustering of development so as to preserve a balance of open space vistas, natural features, and community character
- Creation of contiguous open space networks

Policy COS-11.4: Collaboration with Agencies and Jurisdictions. Coordinate with adjacent federal and State agencies, local jurisdictions, and tribal governments to protect scenic resources and corridors that extend beyond the County's land use authority, but are important to the welfare of County residents.

Policy COS-11.5: Collaboration with Private and Public Agencies. Coordinate with the California Public Utilities Commission, power companies, and other public agencies to avoid siting energy generation, transmission facilities, and other public improvements in locations that impact visually sensitive areas, whenever feasible. Require the design of public improvements within visually sensitive areas to blend into the landscape.

Policy COS-11.6: Billboards. Prohibit new billboards and other forms of large-scale advertising and signage within scenic corridors. Encourage the removal of existing billboards and other forms of large-scale advertising and signage along State and County scenic highway corridors.

Policy COS-11.7: Underground Utilities. Require new development to place utilities underground and encourage "undergrounding" in existing development to maintain viewsheds, reduce hazards associated with hanging lines and utility poles, and to keep pace with current and future technologies.

Policy LU-6.3: Conservation Oriented Project Design. Support conservation-oriented project design when appropriate and consistent with the applicable Community Plan. This can be achieved with mechanisms such as, but not limited to, Specific Plans, lot area averaging, and reductions in lot size with corresponding requirements for preserved open space (Planned Residential Developments). Projects that rely on lot size reductions should incorporate specific design techniques, perimeter lot sizes, or buffers, to achieve compatibility with community character. [See applicable community plan for possible relevant policies.]

Policy LU-6.4: Sustainable Subdivision Design. Require that residential subdivisions be planned to conserve open space and natural resources, protect agricultural operations including grazing, increase fire safety and defensibility, reduce impervious footprints, use sustainable development practices, and, when appropriate, provide public amenities consistent with the applicable community plan. [See applicable community plan for possible relevant policies.]

Policy LU-6.6: Integration of Natural Features into Project Design. Require incorporation of natural features (including mature oaks, indigenous trees, and rock formations) into proposed development and require avoidance of sensitive environmental resources.

Policy LU-6.7: Open Space Network. Require projects with open space to design contiguous open space areas that protect wildlife habitat and corridors; preserve scenic vistas and areas; and connect with existing or planned recreational opportunities.

Policy LU-6.9: Development Conformance with Topography. Require development to conform to the natural topography to limit grading; incorporate and not significantly alter the dominant physical characteristics of a site; and to utilize natural drainage and topography in conveying stormwater to the maximum extent practicable.

Policy LU-10.1: Residential Connectivity. Require residential development in Semi-Rural areas to be integrated with existing neighborhoods by providing connected and continuous street, pathway/trail, and recreational open space networks.

Policy LU-10.2: Development Environmental Resource Relationship. Require development in Semi-Rural and Rural areas to respect and conserve the unique natural features and rural character, and avoid sensitive or intact environmental resources and hazard areas.

Policy M-2.3: Environmentally Sensitive Road Design. Locate and design public and private roads to minimize impacts to significant biological and other environmental and visual resources. Avoid road alignments through floodplains to minimize impacts on floodplain habitats and limit the need for constructing flood control measures. Design new roads to maintain wildlife movement and retrofit existing roads for that purpose. Utilize fencing to reduce road kill and to direct animals to under crossings.

Adopted 2011 PEIR Mitigation Measures

Aes-1.1: Adopt the General Plan Regional Category Map and Land Use Maps which locate land uses of less density or intensity on lands that contribute to scenic vistas.

Aes-1.2: Protect sensitive biological habitats and species through regulations that require avoidance and mitigation of impacts. Existing programs include the County MSCP and associated BMOs, RPO, and CEQA Guidelines. While protecting biological resources, these programs also preserve natural open space that contributes to the quality of many of the County's scenic vistas.

- Aes-1.3:** Amend community plans with improved vision and community character statements to ensure that new development reflects the character and visions for each individual unincorporated community. Community plans are used to review development projects (including General Plan Amendments). These reviews are implemented by State law, County policy and procedures, the Subdivision Ordinance, Zoning Ordinance findings for certain permits, CEQA compliance, etc. The Community Plans also serve as the foundation for more detailed implementing regulations such as design review guidelines, Zoning box regulations, etc. Community Plans are also used for the interjurisdictional review and coordination on project conducted by other agencies.
- Aes-1.4:** Revise the Design Review process to streamline the process, improve consistency in implementation, and update design criteria as necessary. Current components of that process include Special Area Designators, Design Review Guidelines, and the Site Plan review and approval process.
- Aes-1.5:** Create a Conservation Subdivision Program that facilitates conservation-oriented project design.
- Aes-1.6:** Require that project approvals with significant potential to adversely affect the scenic quality of a community require community review and specific findings of community compatibility. Examples can be found in the Zoning Ordinance with the numerous special uses or exceptions allowed pursuant to Administrative and Use Permits, and Site Plans. This practice has been proven useful for reducing impacts to aesthetic resources and their usefulness will increase as community plans and design guideline are updated pursuant to Aes-1.3 and Aes-1.4.
- Aes-1.7:** Develop and implement programs and regulations that preserve agricultural lands (such as the County's CEQA guidelines and the Farm Program). Most existing agricultural lands are key components of scenic vistas and community character and the preservation of these resources is critical to minimizing impacts to these resources.
- Aes-1.8:** Continue to develop and implement programs and regulations that minimize landform alteration and preserve ridgelines and steep slopes where appropriate. Examples include the County Grading Ordinance, RPO, and CEQA Guidelines.
- Aes-1.9:** Work with communities and other stakeholders to identify key scenic vistas, viewsheds of County scenic road and highways, and other areas of specific scenic value. Apply Resource Conservation Area designations or other special area designators, guidelines, and tools to guide future development of parcels within these viewsheds to avoid impacts to the scenic vistas.
- Aes-1.10:** Participate in regional planning and planning by agencies operating within or adjacent to the County to the extent practicable. This includes participation in SDAG and other regional planning forums, reviewing and commenting on planning and environmental documents issued by other agencies, and ongoing collaboration with Native American tribes and adjacent jurisdictions.
- Aes-1.11:** Implement the Wireless Communications Ordinance and BOS Policies I-92 and J-17 to encourage the undergrounding of utilities.

2.1.5.2 Issue 2: Scenic Resources

Implementation of the following adopted General Plan policies and 2011 PEIR mitigation measures would reduce direct **Impact AE-2** and cumulative **Impact AE-6** to a level below significant.

Adopted General Plan Policies

General Plan policies COS-11.1, COS-11.2, COS-11.3, COS-11.4, COS-11.5, COS-11.6, COS-11.7, LU-6.3, LU-6.4, LU-6.6, LU-6.7, LU-6.9, LU-10.1, LU-10.2, and M-2.3 listed in Section 2.1.5.1 for Issue 1 are applicable to scenic resources and are incorporated here by reference.

Adopted 2011 PEIR Mitigation Measures

Mitigation measures Aes-1.1 through Aes-1.10 listed in Section 2.1.5.1 for Issue 1 would mitigate **Impact AE-2** and **Impact AE-6** to a level below significant and are incorporated here by reference.

2.1.5.3 Issue 3: Visual Character or Quality

Implementation of the following adopted General Plan policies and 2011 PEIR mitigation measures would reduce **Impact AE-3** and **Impact AE-7** but **not to a level below significant; therefore, the impacts would remain significant and unavoidable.** Additional mitigation measures have been identified that would fully reduce impacts but the County has determined these measures as infeasible, as discussed below.

Infeasible Mitigation Measures

The following measures have been determined infeasible by the County and will not be implemented.

- Require revised goals and policies to be prepared and incorporated into community plans that would severely limit the potential for development growth in order to maintain the existing visual character or quality of each community. Restrictions on the type or amount of development within a community would conflict with areas identified for increased growth under the Proposed Project. Therefore, this measure would be infeasible because community plans are required to be consistent with the adopted General Plan. The measure would also conflict with goals of the Housing Element to provide sufficient housing stock and would not achieve one of the primary objectives of the Proposed Project which is to accommodate a reasonable amount of growth.
- Comprehensively expand the Zoning Ordinance to specifically dictate the exact development type and design allowed in the various areas of the County to avoid impacts to community character. This measure would be the equivalent of preparing detailed land development master plans for the entire County and would be infeasible because of the extent and diversity of communities that exist within the County. While the County intends to improve the Zoning Ordinance and associated Design Review Guidelines for some areas, as well as prepare town center plans where appropriate, comprehensive coverage of all unincorporated areas in this manner is not feasible.
- Approve only development that is comparable in size, scope, and use as existing development in order to avoid impacts to the visual character and quality of the County's communities. This measure would be infeasible because it would result in restrictions on future development in areas identified for increased growth in the General Plan and/or

areas where existing land uses are not the same as the land uses. Therefore, this measure would also conflict with goals of the Housing Element to provide sufficient housing stock and would not achieve one of the primary objectives of the proposed project which is to accommodate a reasonable share of regional growth.

Because the measures listed above have been found to be infeasible, impacts would remain significant and unavoidable. Chapter 4 (Project Alternatives) provides a discussion of several land use alternatives that would result in some reduced impacts associated with visual character or quality as compared to the Proposed Project.

Adopted General Plan Policies

Policy H-2.1: Development that Respects Community Character. Require that development in existing residential neighborhoods be well designed so as not to degrade or detract from the character of surrounding development consistent with the Land Use Element. [See applicable community plan for possible relevant policies.]

Policy LU-1.4: Village Expansion. Permit new Village Regional Category designated land uses only where contiguous with an existing or planned Village and where all of the following criteria are met:

- Potential Village development would be compatible with environmental conditions and constraints, such as topography and flooding
- Potential Village development would be accommodated by the Project road network
- Public facilities and services can support the expansion without a reduction of services to other County residents
- The expansion is consistent with community character, the scale, and the orderly and contiguous growth of a Village area

Policy LU-2.1: Community Plans. Maintain updated community plans, as part of the General Plan, to guide development to reflect the character and vision for each individual unincorporated community, consistent with the General Plan.

Policy LU-2.3: Development Densities and Lot Sizes. Assign densities and minimum lot sizes in a manner that is compatible with the character of each unincorporated community.

Policy LU-2.5: Greenbelts to Define Communities. Identify and maintain greenbelts between communities to reinforce the identity of individual communities.

Policy LU-4.1: Regional Planning. Participate in regional planning to ensure that the unique communities, assets, and challenges of the unincorporated lands are appropriately addressed with the implementation of the planning principles and land use requirements of SB 375.

Policy LU-4.2: Review of Impacts of Projects in Adjoining Jurisdictions. Review, comment, and coordinate when appropriate on plans, projects, and proposals of overlapping or neighboring agencies to ensure compatibility with the County's General Plan, and ensure that adjacent communities are not adversely impacted.

Policy LU-4.3: Relationship of Plans in Adjoining Jurisdictions. Consider the plans and projects of overlapping or neighboring agencies in the planning of unincorporated lands, and invite comments and coordination when appropriate.

Policy LU-4.4: Development Compatibility with Military Facilities. Ensure compatibility of new development with the current and planned mission and operations of U.S. government military installations.

Policy LU-11.2: Compatibility with Community Character. Require that commercial, office, and industrial development be located, scaled, and designed to be compatible with the unique character of the community.

Policy LU-12.4: Planning for Compatibility. Plan and site infrastructure for public utilities and public facilities in a manner compatible with community character, minimize visual and environmental impacts, and whenever feasible, locate any facilities and supporting infrastructure outside preserve areas. Require context sensitive Mobility Element road design that is compatible with community character and minimizes visual and environmental impacts.

Policy M-10.6: On-Street Parking. Minimize on-street vehicular parking outside Villages and Rural Villages where on-street parking is not needed, to reduce the width of paved shoulders and provide an opportunity for bicycle lanes to retain rural character in low-intensity areas. Where on-street parking occurs outside Villages and Rural Villages, require the design to be consistent with the rural character. [See applicable community plan for possible relevant policies.]

Adopted 2011 PEIR Mitigation Measures

In addition to the 2011 PEIR mitigation measures listed below, mitigation measures Aes-1.1 through Aes-1.10 listed in Section 2.1.5.1 for Issue 1 would reduce **Impact AE-3** and **Impact AE-7** but not to a level below significant and are incorporated here by reference.

Aes-3.1: Improve upon the County road standards or other right of way design guidelines to provide standards related to road design, parking, landscaping, and elements of the public realm that to are critical to the character of a community.

Aes-3.2: Implement existing and prepare new community right-of-way development standards, as appropriate, that supplement the County road standards in order to recognize the unique constraints and character of different communities.

2.1.5.4 Issue 4: Light or Glare

Implementation of the following adopted General Plan policies and 2011 PEIR mitigation measures would reduce **Impact AE-4** and **Impact AE-8** but **not to a level below significant; therefore, the impacts would remain significant and unavoidable.** Additional mitigation measures have been identified that would fully reduce impacts but the County has determined these measures as infeasible, as discussed below.

Infeasible Mitigation Measures

The following measure has been determined infeasible by the County and will not be implemented.

- Expand the Light Pollution Code Zone A designation to encompass all the unincorporated areas and create more stringent standards, including but not limited to (1) nighttime lighting curfew of 10:00 p.m. for certain areas and (2) prohibit development requiring any night lighting within certain areas.

This measure would result in restrictions on future development in areas identified for increased growth in the Proposed Project because night lighting is required for safety or other reasons for

development accommodated within Zone A areas such as commercial or residential development. The resulting restrictions could pose safety concerns, increase development costs, and in some cases, pose restrictions so great that a particular use may not be possible. Therefore, this measure would conflict with goals of the Housing Element to provide sufficient housing stock and would not achieve one of the primary objectives of the Proposed Project which is to accommodate a reasonable amount of regional growth. This measure could also impede attainment of other objectives such as minimizing public costs of infrastructure and services and reinforcing the vitality and local economy of communities.

Because the measure listed above has been found to be infeasible, impacts would remain significant and unavoidable. Chapter 4 (Project Alternatives) provides a discussion of several land use alternatives that would result in some reduced impacts associated with light effects on dark skies as compared to the Proposed Project.

Adopted General Plan Policies

Policy COS-13.1: Restrict Light and Glare. Restrict outdoor light and glare from development projects in Semi-Rural and Rural Lands and designated rural communities to retain the quality of night skies by minimizing light pollution.

Policy COS-13.2: Palomar and Mount Laguna. Minimize, to the maximum extent feasible, the impact of development on the dark skies surrounding Palomar and Mount Laguna observatories to maintain dark skies which are vital to these two world-class observatories by restricting exterior light sources within the impact areas of the observatories.

Policy COS-13.3: Collaboration to Retain Night Skies. Coordinate with adjacent federal and State agencies, local jurisdictions, and tribal governments to retain the quality of night skies by minimizing light pollution.

Adopted 2011 PEIR Mitigation Measures

- Aes-4.1:** Coordinate with communities and stakeholders to review light pollution controls and consider amendments or expansions to those controls as determined necessary to reduce impacts to dark skies that are important to community character.
- Aes-4.2:** Maintain light and glare regulations that minimize impacts to adjacent properties, sensitive areas, community character, observatories, and dark skies. These regulations are currently found in the Light Pollution Code and Zoning Ordinance. Additional reviews are implemented on discretionary projects in accordance with CEQA and County's guidelines.
- Aes-4.3:** Participate in regional planning and planning by agencies operating within or adjacent to the County to the extent practicable. This includes participation in SANDAG and other regional planning forums, reviewing and commenting on planning and environmental documents issued by other agencies, and ongoing collaboration with Native American tribes and adjacent jurisdictions.

2.1.6 Conclusion

The following discussion provides a synopsis of the conclusion reached in each of the above impact analyses, and the level of impact that would occur after mitigation measures are implemented.

2.1.6.1 Scenic Vistas

Development allowed under the Proposed Project would have the potential to result in the obstruction, interruption, or detracting of scenic vistas within PSR Analysis Areas BO18+, CD14, DS8, DS24, FB2+, FB17, ME26, ME30A, NC3A, NC18A, NC22, PP30, SD15, VC7+, VC57+, and former CGSP Subareas CG1, CG2, CG3, CG4, CG5, CG6, CG7, and CG8. Therefore, impacts would be potentially significant. Additionally, the Proposed Project would result in a potentially significant cumulative impact in combination with other projects in the region. However, implementation of the adopted General Plan policies and 2011 PEIR mitigation measures, in combination with the existing regulations in the County RPO and County Zoning Ordinance, would mitigate direct **Impact AE-1** and cumulative **Impact AE-5** to scenic vistas to a level below significant.

2.1.6.2 Scenic Resources

Implementation of the Proposed Project would allow development to occur that would have the potential to impact scenic vistas through the removal or substantial adverse change of features that contribute to the valued visual character or image of a neighborhood, community, State Scenic Highway, or localized area. Therefore, the Proposed Project would result in a potentially significant impact to scenic resources of PSR Analysis Areas BO18+, CD14, DS8, DS24, FB2+, FB17, FB19+, FB21+, ME26, ME30A, NC3A, NC18A, NC22, NC37, NC38+, PP30, SD15, VC7+, VC51, VC57+, VC67, and former CGSP Subareas CG1, CG2, CG3, CG4, CG5, CG6, CG7, and CG8. Additionally, the Proposed Project would result in a potentially significant cumulative impact in combination with other projects in the region. However, implementation of adopted General Plan policies and 2011 PEIR mitigation measures, in combination with other applicable regulations including the County RPO and County Zoning Ordinance, would mitigate project-related direct **Impact AE-2** and cumulative **Impact AE-6** to scenic resources to a level below significant.

2.1.6.3 Visual Character or Quality

Implementation of the Proposed Project would allow increased development densities to occur in some areas which would result in the potential degradation of the existing visual character or quality of a community. Therefore, the PSR Analysis Areas BO18+, DS8, DS24, FB2+, FB17, ME26, ME30A, NC18A, NC22, NC38+, PP30, SD15, VC7+, VC51, VC57+, VC67, and former CGSP Subareas CG1, CG2, CG3, CG4, CG5, CG6, CG7, and CG8 would result in a potentially significant impact to visual character and quality. Additionally, the Proposed Project would result in a potentially significant cumulative impact. **Implementation of the adopted General Plan policies and 2011 PEIR mitigation measures would reduce direct and cumulative impacts to visual character and quality but not to a level below significant. Impact AE-3 and Impact AE-7 would remain significant and unavoidable because the character of some communities would change as growth continues regardless of the amount of zoning regulations and design review imposed.**

2.1.6.4 Substantial Light or Glare

The Proposed Project would have the potential to result in increased light and glare within the County that would adversely affect day or nighttime views. PSR Analysis Areas BO18+, DS8, DS24, FB2+, FB17, FB19+, FB21+, ME26, ME30A, NC3A, NC18A, NC22, NC37, NC38+, PP30, SD15, VC7+, VC51, VC57+, VC67, and former CGSP Subareas CG1, CG2, CG3, CG4, CG5,

CG6, CG7, and CG8 would result in potentially significant impacts associated with a substantial increase in light pollution. PSR Analysis Areas SD15 and VC67 would have the potential to result in potential significant impacts associated with a substantial increase in glare. Additionally, the Proposed Project would result in a potentially significant cumulative impact. **Implementation of adopted General Plan policies and 2011 PEIR mitigation measures, in combination with other applicable regulations including the Light Pollution Code and the San Diego County Zoning Ordinance, would reduce direct Impact AE-4 and cumulative Impact AE-8 to nighttime lighting and glare but not to a level below significant. Impacts would remain significant and unavoidable.**

Table 2.1-1 State Scenic Highways in Unincorporated San Diego County

Highway	Designation	Segment	PSR Analysis Areas in Close Proximity
I-15	Eligible for designation of a scenic highway	North of SR-76 to Riverside County line	PP30, FB2+, FB17, FB19+, and FB21+
SR-76	Eligible for designation of a scenic highway	City of Oceanside to SR-79 in North Mountain	PP30, FB2+, FB17, and FB19+
SR-78	Officially Designated Scenic Highway	East of SR-79 to Imperial County	DS8 and DS24
SR-94	Eligible for designation of a scenic highway	SR-125 (Spring Valley) to I-8 (Boulevard)	ME30A

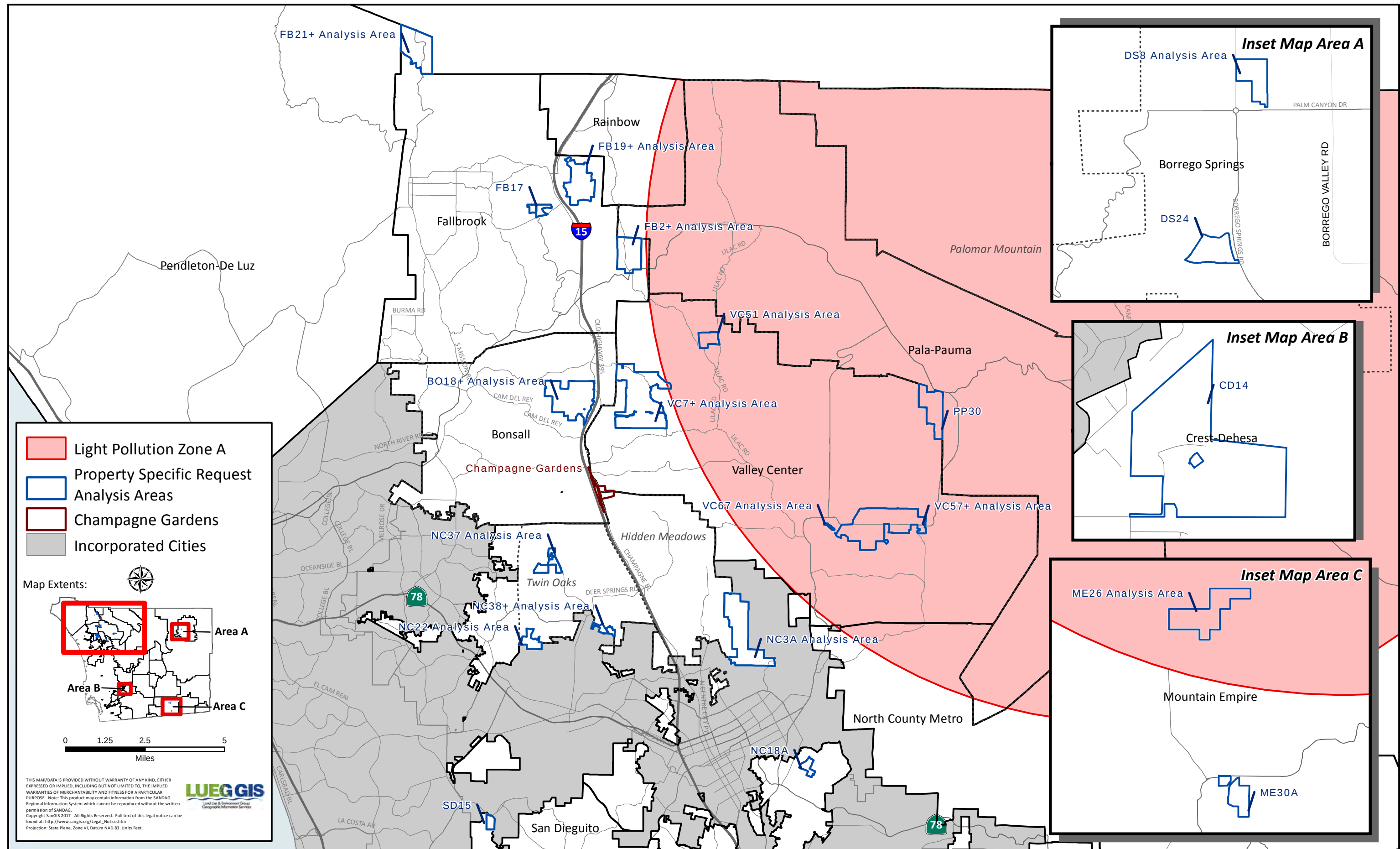
Source: County 2011b

Table 2.1-2 County Scenic Highways

County Scenic Highway Number	Route	Segment	PSR Analysis Areas in Close Proximity
3	Interstate 15	Escondido city limits to Riverside County line	BO18+, FB17, FB19+, VC7+, CGSP
6	State Route 76	Interstate 15 east to State Route 78	FB2+, PP30
7	Bear Valley Parkway and State Route 78	Escondido city limits southeast to Via Rancho Parkway	NC18A
12	State Route 94	State Route 125 to Interstate 8	ME30A
16	Lilac Road and Valley Center Road (S6)	State Route 76 to State Route 76	PP30, VC7+, VC51, VC57+, VC67
17	San Felipe Road, Montezuma Valley Road, Pal Canyon Road, Peg Leg Road, and Borrego Salton Seaway (S22)	State Route 79 east to Imperial County line	DS8, DS24
20	Buckman Springs Road	Lake Morena Drive to State Route 94	ME30A
21	Camino Del Rey	State Route 76 to its terminus at Old Highway 395	BO18+
26	Grid, Reche, Live Oak Park, and Mission Roads	State Route 76 north and east to Interstate 15	BO18+, FB17+
32	Lake Wohlford Road	Valley Center Road east (Escondido city limits) to Valley Center Road (excluding portion within City of Escondido)	VC57+
37	Oak Drive	Lake Morena Drive north to Buckman Springs Road	ME26
46	Twin Oaks Valley Road	Gopher Canyon Road to San Marcos city limits	NC37, NC38+
48	Via Rancho Parkway (San Pasqual Road)	Del Dios Highway to State Route 78 (excluding portions in cities of Escondido and San Diego)	NC18A
51	Vista Way, Gopher Canyon, and Old Castle Roads	Vista city limits north and east to Lilac Road	BO18+, CGSP

Source: County 2017

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Source: SanGIS, County of San Diego, 2017

Zone A Surroundng Palomar and Mt Laguna Obervatories

Figure 2.1-2